

**The Bill Blackwood  
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**An Analysis of the Funding Sources Available  
To Small Agencies For Drug Enforcement**

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## **ABSTRACT**

Illegal drugs within our communities are a concern for every law enforcement agency within the United States and causes small law enforcement agencies to seek methods, other than budgeted money, to pay for drug enforcement activities. As a result, an analysis was conducted of the funding sources available to small agencies for this purpose. To determine funding sources utilized by other small agencies, a questionnaire was sent via email to departments with fifty (50) officers or less. The questionnaire was designed to illicit responses on current grants utilized by those departments, and to determine which agencies either currently use grants or have used grants in the past to fund this activity. Along with the questionnaire, the internet was used to locate and identify available grants and to review the guidelines of the grants to determine if they could be used by smaller agencies. Based upon this research, a number of grants were identified as useable for small agencies for drug enforcement. Upon reviewing current funding trends, it is likely that several of the grants, namely the Byrne Memorial Justice Assistance Grant program, which also includes the Local Law Enforcement Block grant, will not be funded under the proposed fiscal year 2006 federal budget thereby decreasing the grant monies available to small agencies for drug enforcement activities.

## TABLE OF CONTENTS

	Page
Abstract	
Introduction. ....	1
Review of Literature ....	2
Methodology ....	4
Findings ....	5
Discussions/Conclusions ....	11
References ....	14

## INTRODUCTION

With the ever increasing availability of drugs in the community today, small agencies in the state of Texas have a problem keeping up with enforcement. Small agencies typically do not have the funding to conduct drug enforcement investigations and must seek sources of funding outside of the normal budget areas. These funding sources are typically found in grants issued by state or federal agencies as well as some private foundations. Without funding sources, the sale of illegal drugs would be more prolific in rural areas.

The question is, are there a large number of funding sources available to small agencies for use in drug enforcement? In researching this area of interest to law enforcement, it is anticipated that a large number of funding sources can be identified so that small law enforcement agencies will have a single document that will list all of the available grants and funding sources available for drug enforcement. This will greatly increase the likelihood that small law enforcement agencies will seek funding to increase their enforcement efforts, thereby enhancing the safety of their community.

To help determine the available funding sources, a survey will be sent to smaller agencies, departments with fewer than fifty (50) sworn officers, to identify any currently used funding sources. This survey should also identify any methods of funding which do not come from grant sources that may be of interest to other law enforcement agencies.

The internet will also be used in an attempt to locate federal and state agencies that offer funding through grants, as well as private groups, which have an interest in increased drug enforcement. Internet sources are expected to yield the largest number of

results, although searching the internet requires patience due to the large number of ways that grants and funding are listed.

Library reference materials will also be used in an attempt to locate funding sources. Should this research determine that there are a limited number of funding sources available; the other funding methods used by other small departments should be helpful to those seeking ways to enhance the drug enforcement efforts in their communities.

The information in this report will provide a comprehensive list of funding sources available to small law enforcement agencies to enhance drug enforcement efforts. It will also identify any alternative funding methods and programs currently used by other agencies as a guide and example of what can be done by using innovative methods. This will not only benefit other law enforcement agencies, it will improve the quality of life in rural areas by decreasing the availability of drugs in these areas and will decrease the number of street level drug dealers due to the enhanced enforcement efforts of smaller agencies.

## **REVIEW OF LITERATURE**

The Bureau of Justice Assistance (BJA) is the main organization for grant funding that is available to law enforcement agencies. The BJA oversees the Byrne Memorial Fund which consists of discretionary grants, issued to individual agencies, and formula grants as noted by Reboussin and Schwimer (1997).

According to Reboussin and Schwimer (1997), “Byrne grants represent the single largest source of law enforcement-related funding Congress makes available to states by a set formula” (p. 3). According to Clede (1996) “BJA provides training and establishes

demonstration programs to aid state and local governments and community groups in: reducing crime, enforcing state and local drug laws, and improving the functioning of the criminal justice system. Areas of emphasis include: anti-drug and violent crime reduction, community-based prevention strategies, and comprehensive approaches to crime and violence” (p. 2).

The U.S. Department of Justice’s Office of Justice Programs has the Executive Office for Weed and Seed (EOWS) who administers the Weed and Seed program. The goals of the Weed and Seed program are to: 1. eradicate violence, drug trafficking, and drug related crime from high crime neighborhoods. 2. According to Clede (1996), it is important to establish economic revitalization and social services within the neighborhoods (p.3).

According to the South Texas Specialized Crimes and Narcotics Task Force, The Texas Narcotics Control Program provides for federal funding in 26 purpose areas however, the Governor’s Drug Policy Advisory Board made 11 purpose areas a priority. Of these were multi-jurisdictional task forces, improving operational effectiveness of law enforcement through street sales enforcement and financial investigation programs targeting the identification of money-laundering operations and assets obtained through illegal drug trafficking (South Texas Special Crimes and Narcotics Task Force, 2004, pp 1-2).

According to an article published on the Texas Regional Council website, The Byrne Memorial Grant has been used in Texas to form multi-jurisdictional task forces throughout the state which increased communication and coordination among federal,

state and local law enforcement agencies and prosecutors (Texas Regional Council, 2003, p.1).

According to the available research, the Bureau of Justice Assistance, within the U.S. Department of Justice, is the main federal grant funding source available to law enforcement agencies.

## **METHODOLOGY**

Are there abundant funding sources available to rural law enforcement agencies to conduct drug enforcement activities? Researchers agree that there are funding sources available to law enforcement agencies through federal government sources. However, the questions to be answered are: (1) Can these funds be utilized by small rural agencies for drug enforcement purposes? (2) Is there more than one grant program that can be used? (3) Are there other funding sources available besides those administered through BJA and what are those sources? (4) What other methods are available or are being used by small agencies to fund investigations?

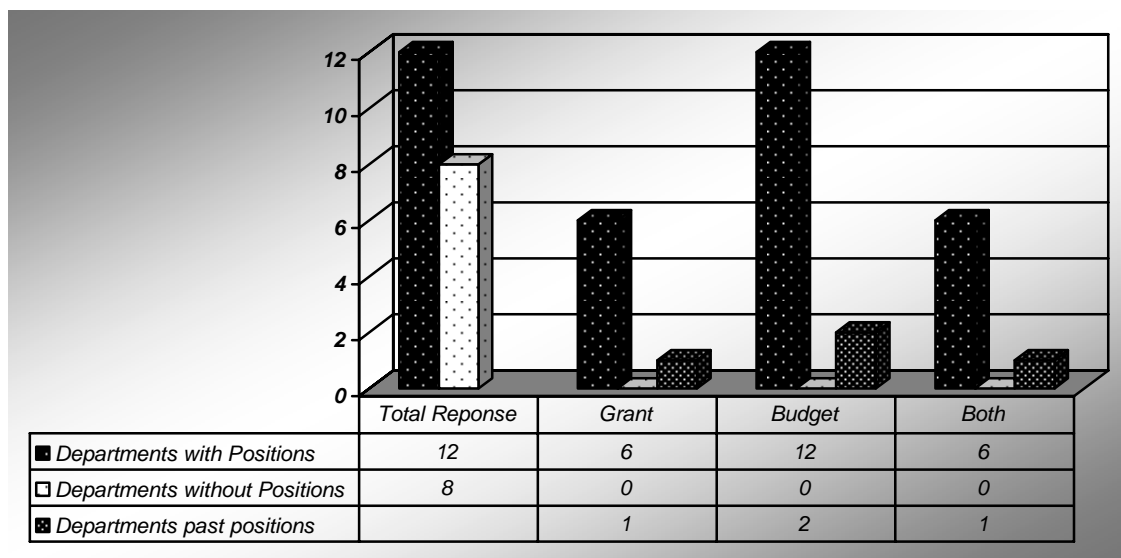
To answer these questions, a survey was conducted and, over a two month period, sent to agencies within the state of Texas, by e-mail, whose population indicated that their agency was likely to have less than fifty (50) sworn officers. The survey was sent by e-mail in the hopes that a better response would be achieved versus using a mailed questionnaire. The questionnaire was sent to one hundred – fifteen (115) agencies with only thirty (31) agencies, eleven (11) of which were over the sworn officer prerequisite for the study, responding to the questionnaire. This gives the questionnaire an overall response rate of twenty-six (26) percent, which includes the responses from the agencies over fifty (50) sworn officers. The information in the questionnaire will be checked to

determine the percentage of agencies, of the nineteen meeting the criteria, who have funded positions and identify how those positions are funded. The questionnaire will also be examined to determine any funding sources that do or do not come from grants.

The internet will also be searched to determine any funding sources identified and not identified by the survey. A list of the appropriate websites will be included so that other agencies may access the sites for funding information.

## FINDINGS

The results of the survey, sent to small agencies, are indicated in the following graph. The first column represents the number of replying agencies and depicts the agencies that do and do not have a position. The second column represents the number of agencies that have a grant position and the agencies responding that had a grant position in the past. The third column represents the agencies that have a budgeted position and those that had a position in the past. The fourth column shows the agencies that have a position or positions that rely on both a grant and allocated monies for the position, as well as those agencies that had a position meeting this criterion.





The agencies receiving grant money for enforcement positions show budgeted money as matching money for grants received from federal funds for the position. Although no specific grant was named in most of the responses, the grant that is listed in several of the responses is the Byrne Memorial Grant. Of those not naming the grant received for the position, it appears from the information given that they are also receiving the Byrne grant as part of a multi-jurisdictional task force. Of the agencies showing grant or budgeted monies for the enforcement position, several show hopes of offsetting the cost using forfeited funds as either the matching funds for the grant or for operating costs. One of the responding agencies report having a budgeted canine position, but show donations from local companies as the means for obtaining the money to purchase the canine.

The Lockhart Police Department is currently participating in a multi-jurisdictional task force which is funded under Byrne Memorial grant. Prior to participation in the task force, the Lockhart Police Department funded drug investigations by paying overtime to patrol personnel to perform drug investigations. Monies and property seized, under asset forfeiture, by the Lockhart Police Department were then utilized to purchase equipment to assist drug investigations and to help purchase equipment to outfit an Emergency Response team. This team is responsible for search warrant service from drug cases developed by department personnel. The Local Law Enforcement Block Grant was also used to purchase basic equipment for the Emergency Response Team.

The use of the internet confirmed several available funding options. The first option is the Byrne Memorial Grant. The main focus area of this grant, at least in the area of drug enforcement, is in the area of multi-jurisdictional task forces. However, the

purpose areas for the grant also includes programs to target the domestic sources of controlled substances such as clandestine laboratories and cannabis cultivations, improving the operational effectiveness of law enforcement through the use of street sales enforcement (single jurisdiction effort, drug dog/canine acquisition and training/K9 Unit) and programs with primary goals of strengthening urban enforcement and prosecution efforts targeted at street sales (street sales/street-level narcotics enforcement, drug enforcement enhancement, reverse sting demand reduction enforcement and drug recognition training for patrol officers). Information about the Byrne Grant can be found at <http://www.ojp.usdoj.gov/BJA/grant/byrnepurpose.html>. Information can also be found in the Catalog of Federal Domestic Assistance under section 16.579 at <http://www.cfda.gov/public/viewprog.asp?progid=530>.

A second funding option is the Local Law Enforcement Block grant. This grant has a purpose area which allows for the hiring, training, and continual employment of additional officers and support personnel, paying overtime to presently employed law enforcement personnel, procurement of equipment and technology and other material directly related to basic law enforcement. Another purpose area deals with the formation of a multi-jurisdictional task force in urban areas which must work with Federal law enforcement officials to prevent and control crime. Information about the Local Law Enforcement Block Grant can be found at [http://www.ojp.usdoj.gov/BJA/grant/llebg\\_app.html](http://www.ojp.usdoj.gov/BJA/grant/llebg_app.html). Information on this grant can also be found at <http://www.cfda.gov/public/viewprog.asp?progid=540>.

A third funding option is the “Weed and Seed” program. This particular grant does not seem to be for everyone. You must be within a “Weed and Seed” community

and the agency must part of a coalition made up of community residents, local, county and State agencies, Federal agencies and the private sector. This particular funding option is handled through the United States Attorney's Office. Information about this grant opportunity can be found at <http://www.cfda.gov/public/viewprog.asp?progid=542> and also at <http://www.ojp.usdoj.gov/eows/funding.htm>.

At the beginning of the 2005 budget year the Edward Byrne Memorial Grant and the Local Law Enforcement Block Grants were combined to create the Justice Assistance Grants (JAG) program. The importance of this becomes clear when the current proposed federal budget for the 2006 fiscal year is reviewed. Under the current budget proposal, the monies for the Justice Assistance Grant program will be eliminated according to Christa M. Miller, a freelance writer in southern Maine (2005). Miller also states that the proposed budget cuts would diminish COPS funding by 80 percent.

Along with funding opportunities for enforcement personnel are several options for equipment. One of these options is the Technology Transfer Program administered by the U.S. Army Electronic Proving Grounds, Special Programs Office. This program is designed to provide technology for law enforcement agencies, both state and local, which would not otherwise have access to the technology due to budget constraints. This technology is used to assist law enforcement in the investigation of drug related offenses. The equipment available for transfer can be viewed by accessing the following website: <http://www.epgctac.com>.

There is also the Texas Military Surplus Property and Procurement Program, known as the Texas 1033 Program. This program allows for the transfer of excess property from the federal government to local law enforcement agencies. This program

is administered by the Texas National Guard Counter Drug Program and be accessed by going to the following website: <http://www.agd.state.tx.us/cd/>. The property must have a direct application to the arrest and apprehension mission of the agency before any transfer of technology will be considered. This program allows for the transfer of clothing, vehicles and firearms to the individual agencies.

Along with the Texas 1033 program there is the Texas 1122 Program which is administered by this same agency. This program allows for the purchase of new equipment by law enforcement agencies at competitive prices through the Department of Defense. Information on both the Texas 1033 Program and the 1122 Program can be found in a booklet that can be obtained online from the aforementioned website.

Along with funding for positions and equipment, there are also training opportunities through the Drug Enforcement Administration that are tuition free. These training classes are available in various locations and there are numerous classes relating to drug investigations. The draw back to this particular available training is the associated costs, especially due to the varied training locations. Agency administrators must consider the cost of travel, lodging and food that will be needed by officers attending this training. While a portion of the available training can be accessed at <http://www.usdoj.gov/dea/programs/training.htm>, a better source to locate the training offered by the D.E.A. is the Bureau of Justice Assistance website located at <http://bjatraining.aspensys.com/>. You can search a number of training topics with Drugs/Narcotics currently returning approximately one hundred-eighty (180) training opportunities.

There are several websites that are useful when looking for funding sources. Of these, the most comprehensive is the Catalog of Federal Domestic Assistance, accessible on line at <http://12.46.245.173/cfda/cfda.html>. This website lists all of the funding sources from federal agencies by category. The Catalog of Federal Domestic Assistance, in recent years, was a printed publication but is now available only on-line. Another source is the Governor's Office which can be accessed at <http://www.governor.state.tx.us>. This site allows access to a large amount of information, which includes the website, [http://firstgov.gov/agencies/Federal/Federal\\_government.shtml](http://firstgov.gov/agencies/Federal/Federal_government.shtml), which has an alphabetical listing of all of the federal agencies and hyperlinks to their websites. This site also has a hyperlink to the Federal Register, which is searchable for funding sources, although this same information can be found at the previously mentioned Catalog of Federal Domestic Assistance website.

There is also a link to the Texas Register which has a searchable database of grant opportunities, but it appears that a fee based subscription is necessary to search the database for funding. Under the State grants section, you can sign up for Grant Alert to receive funding notices as well as search for funding opportunities.

The Texas National Guard Counter-drug Program offers assistance with coordination, liaison and management, linguistics support, intelligence and case support and analysis, operational/investigative case support, domestic cannabis suppression/eradication operations support, law enforcement training and observation and reconnaissance.

Grant seeking agencies can also access The Foundation Center at <http://www.fdncenter.org> where listings for private foundations, corporate foundations, public charities and community foundations can be located. In reviewing a number of the private and corporate foundations, it did not appear that drug enforcement was a priority supported by the foundations. The Wal-Mart Foundation, which can be found at <http://www.walmartfoundation.org/wmstore/goodworks/scripts/index.jsp>, has a Community Matching Grant Program that is accessible by governmental organizations that can provide a small amount of funding. In 2003 the Abell-Hanger Foundation, which can be found at <http://www.abell-hanger.org>, funded the Palmer Drug Abuse Program that focused on counseling, rehabilitation, intervention and prevention services aimed at adolescent substance abusers and their families.

## **DISCUSSION**

Are there abundant funding sources available to small rural law enforcement agencies to conduct drug enforcement activities? Researchers agree that there are funding sources available for law enforcement agencies through federal government sources. However, the questions to be answered are: (1) Can these funds be utilized by small rural agencies for drug enforcement purposes? (2) Is there more than one grant program that can be used? (3) Are there other funding sources available besides those administered through BJA and what are those sources? (4) What other methods are available or are being used by small agencies to fund investigations?

Research indicates that there are numerous sources for potential funding to law enforcement agencies. The problem is that there appear to be very few grants available for use in drug investigations. The main grant used for this purpose is the Byrne

Memorial Grant. However, this grant's main focus in the area of drug enforcement is in the area of multi-jurisdictional task forces, although it does have a purpose area for single jurisdictions. The Local Law Enforcement Block Grant (LLEBG) can also be used but will be limited in funds available due to the amount of money available being based on Uniformed Crime Reporting statistics. While the LLEBG may not fund a full position, it can be used to pay for overtime so agencies can at least perform part time investigations into drug activity. The LLEBG can also be used to purchase equipment that is useful to drug investigations and enforcement. The "Weed and Seed" program, while useful, requires a community coalition and agencies participating must be within designated program communities.

There are several sources available to small rural agencies to obtain equipment, at no cost, that is useful in drug enforcement investigations. There are also numerous tuition free courses available to small agencies, although subsequent related costs may make the training unobtainable. There are several sources, such as the Texas National Guard and cooperative neighboring agencies, which can be utilized for assistance with drug investigations.

It is common knowledge that trends within the law enforcement community as well as the general population and federal government change frequently. While there may have been numerous avenues for funding in past years, the current trend seems to be in the area of national security, drug court development and drug addiction treatment and research. The time of year grants become available also has some effect on the ability to find funding for drug enforcement activities. It is recommended that anyone searching for funding join grant notification databases to receive as much notice about funding

opportunities as possible. Early preparation of projects is essential because advance notice of funding opportunities is usually limited.

Foundation grants do not appear to be an option for funding, as a general rule, due to the areas of interest in funding as listed by most foundations. Some exceptions may apply and agencies seeking funding should review foundations as a possible funding source.

Due to the budget cuts proposed in the 2006 fiscal year federal budget which will eliminate the Byrne Memorial Justice Assistance grant, the funding available to small agencies for drug enforcement will significantly decrease.

This study can help law enforcement administrators narrow the areas to be searched for grant funding not only in the drug enforcement area but in other areas as well. By utilizing the Catalog of Federal Domestic Assistance, agencies have access to all of the federal funding sources in one website. This will simplify the search of funding sources and decrease the amount of time it takes to locate funding sources.



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